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ABSTRACT

An overview is provided of the development of national planning and the centralization of research libraries in four countries: Denmark, Norway, Sweden, and Finland. Included in the review are cooperative projects and the actions of government and/or library commissions in each country. Planning at the local level and inter-Scandinavian efforts are excluded, as are standardization and other developmental work in library routines. In the chapter on Finland, a model is presented of the inquiry processes used in the planning objectives, and the participants in the decision making processes. Advantages and disadvantages are cited for planning as conducted by librarians and as carried out by outside experts. Suggestions are made for an optimal planning organization. (Author/SL)

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NATIONAL PLANNING OF RESEARCH LIBRARIES IN SCANDINAVIA

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1. Introduction

The subject of this paper is the national library planning of organizational development and policy making in the field of research libraries in the four Scandinavian countries: Denmark, Finland, Norway and Sweden. Planning at the local level is not included, nor are standardization or other development work of library routines eventhough they would be carried out centrally. Because the author is a Finn, the more detailed examples of Scandinavian planning are taken from the situation in Finland and although the countries are listed in alphabetical order, Finland therefore comes last. Inter-Scandinavian projects have been omitted. The paper is divided into two main parts: introduction of the situation in the four countries and the comparison and summing up of experiences.

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2. Situation in the Scandinavian countries

2.1. Denmark

In Scandinavia the earliest document including comprehensive planning of a national system of research libraries was presented by Denmark. In 1927 a committee set up by the Danish Ministry of Education submitted a report with proposals entirely based on the idea of a modern network of libraries. The basis for the present system of national central libraries was created by defining the subject specialization of the existing libraries. As a result of this arrangement the collections of the Danish research libraries are among the best in Scandinavia. At that time still other radical steps were taken in Denmark, e.g. collections were transferred from one library to another with a view to implementing the national library system.

To promote co-operation between the different centres of the library network, a further step was taken in 1943: a special National Library Office was established, headed by the National Librarian. The establishment of this office meant that the Royal Library and the Copenhagen University Library were combined into one unit under the National Librarian.

As early as in the 1950s a lively discussion of a joint administration for all libraries was launched. In 1962 the Ministry of Culture gave its permission in principle to establish a high-level coordination and planning body and the independent National Library Office. Indeed the existing National Library Office was actually an administrative organ of the Royal Library of Copenhagen and the Copenhagen University Library. The implementation of the pl- s has, however, been delayed and has not yet been completed.

In the 1960s an unofficial planning and co-ordinating committee was established, which later (1970) gained official status as the National Advisory Council for Danish Research Libraries. The heads of 40 of the most important research libraries were appointed members of this council. These libraries elect members to the executive board, with the heads of the 9 biggest libraries as ex officio members. The National Librarian is ex officio chairman of the council and the executive board. The National Library Office functions as the Council's secretariat.

The sphere of action of the Advisory Council comprises research libraries only. A special body, the Danish Council for Technical and Scientific Documentation and Information (DANDOK) attends to documentation. These two bodies work in close cooperation. The National Librarian also acts as chairman of the DANDOK and the Advisory Council appoints two other members to it.

The Advisory Council has considered a great many organizational and other problems common to all research libraries, e.g. the setting-up of a model for new university libraries, standardization of cataloguing rules and classification schemes, modernization of the basic goals of all research libraries, revision of the subject specialization scheme dating back to 1927, plans for microfilming newspapers. Special emphasis has been laid upon the automation of the libraries and coordination of the various operative automated library systems. The Council has thus set up a special edp-office headed by specialists in this field.

The most important and extensive planning project is still the high-level administrative organization of the research libraries. The aim is to create a joint administrative body for all research libraries. At the moment

the large old libraries are subordinate to the Ministry of Culture, and the majority of the other university libraries are subordinate to the Ministry of Education.

Several proposals for the new arrangements have been made, primarily by the Advisory Council. The interest of the Ministry of Finance has also been aroused recently and its department for administrative development has undertaken an overall mapping out of the research libraries on which the planning will be based. Thus the planning is simultaneously being carried out on two levels working in cooperation. Let us mention here some of the most important ideas put forward as examples of the contents of the plans under consideration. The most important aim is the establishment of a strong central administration which would have decision - making authority. It would have the authority e.g. to deal with the annual budget proposals of the libraries, to give its advice on the appointments of directors of the most important libraries, etc. The second sphere of action would cover practical planning and development. The tasks would be divided between two bodies. The new national body consisting of representatives of the libraries, library staff and library users would have decision-making authority. Practical tasks would be carried out by an executive body, the directorate, which would be derived from the present National Library Office, which would be freed from its ties with the Royal Library and the Copenhagen University Library. The directorate would gradually be strengthened to include several departments which, in addition to some joint operative tasks for the libraries, would carry out active development work, act as consultants to the libraries, coordinate practical work and participate in the preparatory and investigative work required by the high-level administration of the libraries.

The Danish research library plans might have been partly affected by the fact that the public libraries have an

extensive directorate of their own, which also has several library consultants, and is responsible e.g. for the centralized automation plans of the public libraries. The new administrative body of Danish research libraries would also include representatives of public libraries but in other respects the bodies would remain separate.

2.2. Norway

The situation in Norway resembles the proposals which were made in Denmark in the 1960s but which were not carried into effect. When the national tasks of the Oslo University Library became too difficult, the objective was reorganization of these tasks. In 1969 a new state institution, the Riksbibliotektjenesten (Office of the National Librarian) was established by an Act of Parliament.

It is directly subordinate to the Ministry of Education and is headed by a Riksbibliotekar (National Librarian), who is recognized as the highest professional authority in the field of research and special libraries, including documentation.

The National Library Office in Norway is responsible for both libraries and documentation. Two separate expert bodies function subordinate to the National Library Office. The National Council for Research and Special Libraries (Riksbibliotekrådet) has 10 members, appointed by the Ministry of Education; the National Librarian is chairman ex officio. The council is an advisory body and meets only twice a year.

The Norwegian Committee for Information and Documentation (Norindok) consists of 5-8 members - scholars, scientists, librarians and documentalists. Its main programme is to promote planning, research and development in the field

of documentation. The plans for the national system of research libraries consist of two main parts: evaluation and replanning of the central administration of libraries on the basis of the first experiences from the National Library Office, and developing the network of research libraries.

The new National Library Office has proved to be a good and efficient arrangement. The Oslo University Library, however, still has many national library tasks and in various connections the establishment of a separate national library has come up for discussion. This also brings up the relation of the National Library Office to the national library. The experiences gained so far show that the National Library Office must have close ties with a large research library. With a view to this, ties have been established with the Oslo University Library.

Another question under investigation is the status of the advisory bodies functioning in connection with the National Library Office. At the moment they are subordinate to the National Library Office which has the final decision-making authority. According to the Dunish plan the National Library Office would be the executive organ of the national bodies.which would have the decision-making authority. Another problem is that the National Council meets only twice a year. Consequently the possibilities of creating a separate executive board which could meet more frequently are being investigated at the moment.

A basic agreement on the planning organization has, however, been reached in Norway. The plans now under discussion for this organization are only attempts at improving the system. Norway is also the leading Scandinavian country as far as the available capacity is concerned. The National Library Office consists of three departments. In order to avoid the development of a new bureaucracy only about 60% of the staff members are permanently appointed, the rest being engaged for temporary tasks.

A great many expert committees on special subject fields function in connection with the National Library Office. Their task is to develop the actual library system. The problems have been systematically mapped out with a view to setting up a separate committee. This has resulted in an extensive network of committees, which has aroused criticism in the Norwegian library community. Mention may be made e.g. of the committee for cooperative acquisition, which has used the expert knowledge of the economists engaged by the National Library Office.

A combination of storage library and national lending library as parts of a possible national solution also comes into the picture, at the moment just as a subject of very preliminary discussions.

A project of great importance is the Norwegian Documentdata. The aim of this programme is to familiarize the personnel of the libraries and documentation centres with working methods used with computers. The Norwegian Documentdata started operations in 1973, supported by the National Library Office and other official funds. In 1976 the budget will be based entirely upon income from contracts and research projects and a contribution from the Ministry of Education.

2.3. Sweden

In 1965 the Swedish Council of Research Libraries (Forskningsbiblioteksrådet) was established. Its main task is to act as coordinating body of research libraries and to deal with problems connected with cooperation of libraries, acquisitions, bibliographical activities, library rationalization, etc. The Council

is an advisory body. Its secretariat is housed in the Royal library, which acts as the Swedish national library.

The centralized development and coordination of information and documentation are carried out by a separate body, the Swedish Council for Scientific Information and Documentation (SINFDOK), which is subordinate to the Ministry of Industry; it was created in 1968. This body has an extensive secretariat. Every year it allocates considerable sums for the development of documentation projects.

Since 1968 the planning of research libraries has to a great extent been carried out by the Swedish Agency for Administrative Development (SAFAD) subordinate to the Ministry of Finance. It has considerably larger resources at its disposal than the Council. SAFAD has carried out inquiries into both organizational planning and library automation. In most cases the Council has cooperated in the planning by providing the necessary library expertise.

Special mention should be made of
- creating a library automation system (LIBRIS)
- plans for a national lending library in Sweden
- organization of high-level administration of the research libraries and documentation services

The widely known LIBRIS project was developed by SAFAD; the implementation of the project has begun and some of its most important segments are already operational. The LIBRIS system will comprise all basic library routines in all research libraries of the country. Technically LIBRIS is a highly developed integrated on-line system.

Although LIBRIS is the widest and most far-reaching object of national library planning in Sweden this is not the right connection to discuss it in detail, since separate reports on the project have been published and since the plan is indeed quite technical.

A cooperative acquisition plan has been under discussion in Sweden for several decades. In 1971 the Council, after extensive inquiries proposed that the cooperative acquisition plan be replaced at least partly by a central institution operating according to the same principles as the National Lending Library. Some administrative factors, which in the future may to an even greater extent change the university libraries into internal service institutions of the universities, favour this kind of solution. The proposal has been widely discussed with representatives of the industry also participating in the discussion.
In the most recent report on the administration and organization of research libraries, SAFAD has put forward the idea that the national library tasks be brought together in one organizational unit. The proposal also includes the organization of a high-level administration. The national tasks would comprise planning and development, bibliographic documentation (e.g. the national bibliography) and the organization needed for running the LIBRIS system.

SAFAD has not made any final and specific proposals for the administrative organization but has put forward two basic alternatives. According to one alternative a Council for research libraries would be created in conjunction with the Swedish universities' joint chancellor's office. It would be both administrative and advisory in nature. The execution of joint operative tasks should apparently be organized sepa-

rately. According to the other alternative a separate institution which would take care of the joint tasks mentioned would be established. The council needed in the first alternative would be established as an administrative body of this organisation. The latter alternative would permit the uniting of the high-level organisation of the library and documentation fields, but in SAFAD's opinion the matter is very intricate and it will therefore not be possible to solve these problem in the near future.

The solution proposed could permit the unity of the high-level organisation of both the research libraries and the field of documentation, which no doubt should be considered an improvement from a general point of view. On the other hand it would shed new light on the problem of the National Library since the tasks of the Royal Library would diminish when the bibliographical institute and the secretarial tasks of the Council are transferred to the new institution. The proposal is now being widely discussed. The basic question is how the national administrative organisation should be designed so that it would best meet both current needs and the external circumstances created by historical developments.

2.4. Finland

2.4.1. General

The planning in the field of research libraries and documentation has the following main objectives:
- a coordinated national library system
- a national central library network for documentation and library service in the major subject fields
- a unified joint integrated automation system for all research libraries in the country

- a long-range development and information policy plan

Finland has no permanent institution responsible for the planning and development of research libraries. Consequently, plans are drawn up by several different bodies, such as the Council of Research Libraries (1954-1972), the Finnish Council for Scientific and Technical Information (1969-1972), and their successor, the Finnish Council for Scientific Information and Research Libraries (1972-). In addition, several ad hoc committees set up by the Government or the Ministry of Education and various voluntary organizations have contributed to the development of the libraries. Since the mid 60s, almost all committee reports on this field have been published in the government committee report series.

The planning has primarily been carried out by the librarians. This no doubt has certain advantages. Disadvantages are primarily due to insufficient planning expertise.

It is of course possible to attempt to improve and stimulate the planning carried out by the librarians. In Finland this has been aimed at by appointing representatives of the Government, e.g. of the Ministry of finance, to the planning bodies, and by increasing the administrative knowledge of the librarians. Administration is not, however, systematically taught to librarians anywhere in Finland and part of these skills can really be learned only in practice. This, however, is a long and arduous job.

One solution is to work out appropriate planning methods, by which planning can be excuted as objectively as possible and without the burden of preconceived

opinions, and to elaborate general planning methods applicable to the library community.

In conjunction with the inquiry into the national library system, an analytical method applicable to this kind of problem was aimed at. The inquiry was carried out by the Finnish Council for Scientific Information and Research Libraries; most of the work was done by a subcommittee set up by the Ministry of Education.

It was not possible to apply measuring methods to the inquiry into the cover organizations of the libraries. Even cost comparisons between the alternatives are not always accurate enough. The alternatives cannot be tested in practice and compared empirically. It is therefore necessary to work out a method which fulfills at least the following requirements:
- reliable enough in spite of imperfect starting data
- simple but analytical and exact enough

On the basis of the expert knowledge of the planning secretariat of the Ministry of Finance and of the members of the subcommittee - one of the members was a professor of public administration - a method applicable to the inquiry was worked out. Although the method was simple, it required a great deal of work from the members of the subcommittee for two reasons. First, the method was analytical and continously required decisions. Because measuring methods could not be used, the decisions had to be based on the decision-makers' knowledge of the problems. Second, the subcommittee did not want the stands to be taken e.g. by the secretariat, because the problems in question were important for library policy. The subcommittee had to participate in the decision-making continuously. On the other hand, the method employed considerably facilitated the work toward an objective result:

the problems were broken up into such small areas that their connection with library policy was lost and valuations had to be made on a functional basis.

2.4.2. The scope and methods of the planning of a national library system

The object of the inquiry was to reorganize the national tasks of the research libraries and scientific information. There is no separate national library in Finland. The organization has developed in a random fashion. Some tasks are managed by the Helsinki University Library (archives of national book production, national bibliography, union catalogue of research libraries, ISBN and ISDS agencies, etc.). There are, however, several other tasks relating to library services, administration and planning which are not managed by any one institution. The creation and administration of national central libraries in someway was to be connected to the national library system, too.

The inquiry was pressing partly because several difficulties connected with the administrative structure and budgetary policy of the system of higher education were encountered and made progress in the management of national library tasks, which have been allotted to the Helsinki university library, difficult and almost impossible. In addition to the methodological aspect, the planning organization proposed in the inquiry also deserves attention.

The inquiry did not start from the perhaps self-evident supposition that a national library should be established in the country. As a matter of fact, the expression "national library" was used very charily: it has no generally established content. The objective of the inquiry was to organize permanently the national tasks of the research libraries and documentation.

The comparison of interdependence of tasks

By means of a matrix constructed for this purpose the interdependence of the tasks was investigated on two levels:

- tasks which have to be managed by one institution
- tasks which need not necessarily be managed by one institution but which require close cooperation

Grouping the tasks

On the basis of the interdependence analysis the tasks were grouped into 21 subgroups, called modules. One module comprised all the tasks which were found to be so dependent on each other that they had to be managed by the same institution. The whole inquiry was based on the module system.

Alternative organization models

The inquiry was continued by creating three alternative organization models. The alternatives were created by fitting together modules to form reasonable entities, such as those in a jig-saw puzzle. They were all decentralized to some extent.

Comparison of the alternatives

The alternatives were compared by three different methods:

- comparison of functional benefits

The aim was to determine which alternative was functionally the best and in which the performance of the individual modules was best. The comparison of the modules was carried out module by module, resulting in an extensive separate investigation. The

internal communication connections between the alternatives were also analyzed. The disadvantages and advantages were compared both between various alternatives and with the present situation. The results of the comparison were to be used in choosing the most suitable alternative and in improving the structure of the alternatives if needed.

Four main criteria divided into subcriteria were used for the comparison. They were general functional requirements for any organizations, not specifically for libraries. The results of the comparison were presented in numerical values. They were not, however, results of measurement but rather enabled more a precise and illustrative analysis than a mere verbal comparison.

- cost comparison

The comparison was based on a detailed inquiry into the costs incurred by the management of the tasks. The aim of the comparison was primarily to investigate the cost changes incurred by the reorganization and not so much the total costs of various alternatives. The present cost level served as a basis for the calculations carried out.

- general comparison

The two previous comparisons had not provided sufficient data for decision-making. Most attention had been paid to the comparison of modules and sufficient data on the alternatives as organizational entities were not available. The requirements of library and general social policy had also been ignored. Therefore a third comparison was necessary. Contrary to the previous ones, this was to be carried out verbally. The following five requirements served as criteria:

1. improvement of regional equality . .
2. the users' chances to take part in the development of the system and the services
3. impact of the system on the activity of other libraries
4. the capacity of the system to adapt itself to the growing amount of information and to the development of the various forms of activity
5. the possibilities of public libraries to participate in and influence the system

The two first comparisons were purely functional-technocratic. The aim of the third one was to take into account both general political factors and the fact that the alternatives were not meant to apply to any organization in general but to a library organization in particular.

The choice of alternatives

The alternative chosen as the best of the three had certain internal weak points but, before the final proposition was made, they were to be eliminated by the results of the comparison of functional benefits. In this connection the alternative chosen was also adapted to prevailing conditions. It was proposed that the system be implemented gradually over a ten-year period. The proposal is a development plan rather than a proposal for radical change. In this way the goals may be attained without expensive and radical measures.

Without going into details of the overall decision on creating the national library network, we may deal shortly with the planning organization of the proposed system.

Finland is a small country and, consequently, it will be sensible to centralize library and documentation planning in one institution. According to the inquiry, a national library system is primarily a system which

supplies the services needed by other libraries, e.g. bibliographies, union catalogues, information services, interlibrary lending, etc. These services are thus transmitted indirectly to the library users. One form of these indirect services is the planning and development of the libraries.

It was proposed that a planning centre of research libraries and scientific information be established first. It would consist of the staff already engaged by the Ministry of Education: the secretariat of the Finnish Council for research libraries and scientific information, the analysts of the ADP planning organization recently established, the secretariat of standardization, etc. The centre should, however, receive additional planning staff to enable the implementation of the detailed plans for the national library system as well as other plans. Staff is also needed for joint matters of library administration.

It is also proposed that a Board be appointed for the national library system. At the same time it would act as the coordinating body of the national central library system. The administrative authority of the Board would cover only the central unit of the national central library system to which e.g. the archives of national book production and activities of national bibliography would be transferred later on.

Characteristic of the proposal is that the various areas of planning and development, both of the libraries and the information services, joint planning and administrative preparatory work of the libraries, planning and the practical library work, have been integrated as widely as possible. In addition, the national central libraries

of an overall system transmit the necessary feedback from the users. The aim has been to solidify the ties with the state administration and in particular with higher education and science administration by proposing that the central unit function directly subordinate to the Ministry of Education and that representatives of this field be appointed to the Board.

3. Comparative analysis

The plans for research libraries drawn up in the different Scandinavian countries have their most important objective in common: the building up of a high-level administration of research libraries and a permanent planning organization in conjunction with it. In addition to this, there are other national projects based on centralization but the main point mentioned above will suffice to note the problems of centralized national library planning.

3.1. Field of planning

The relation between research libraries and documentation services is a current issue on both the national and inter-Scandinavian level. Do these fields form two totally separate administrative entities, or only one entity, or is the solution to be found somewhere in between? The present situation is briefly as follows:

Denmark: only close connection, but both fields have their own coordinating bodies in which various spheres are represented; some of the members and the chairman are in common

Finland: only one coordinating body common to both fields; top-level administration totally integrated and experiences gained positive

Norway: Both fields are part of the National Librarian's sphere of action and supervised by the National Library Office. For the time being both fields have an advisory body of their own but the unification of these bodies has come up for discussion

Sweden: Both fields have bodies of their own subordinate to different ministries. The bodies have relatively poor official contacts with each other. The organization has both supporters and opponents. The development of these contacts has come up for discussion in the libraries.

3.2. The planning objectives

The objectives of library planning are especially difficult when they concern national high-level organization. In this case not only the needs of the libraries but also political realities, which in most countries play a prominent part, and general development objectives of the state administration, have to be taken into account. Therefore it seems most unlike that even within one country would the libraries completely agree on how the high-level administration should be organized.

As a consequence of the above if follows that

- the creation of a national policy-making body is essential to bring together various viewpoints in all important matters; this body should have sufficient expertise at its disposal and contacts with the State administration
- the organization patterns of high-level administration are nationally confined so that they cannot - at least in detail - be applied in other countries.

Even in countries which have such a similar historical background, such as the Scandinavian countries, we are

compelled to take the diversity of conditions in the administrative field into account, which also leads to different ways in which questions are put. Let us take one example. In the Scandinavian countries university libraries have been public libraries in the sense that they have served all research regardless of whether it has been carried out within or outside the university. In Sweden, the development is thought to result - especially because of programme budgeting - in the omitting of services supplied to clients outside the university as e.g. the national interlibrary activities. In Finland, on the contrary, a decision by the government also intends to give national library tasks to the university libraries, which will increase services supplied to clients outside the universities. Thus, rather small legislative differences may influence the principles of action of the libraries and consequently e.g. the organization of top - level administration.

3.3. Who is carrying out the planning?

In general, the librarians have been reponsible for planning, either in their work e.g. in a national library, on ad hoc committees or on national councils. Generally the work has been done as a side-line. This has both advantages and disadvantages. The major advantages are:

- thorough familiarity with the problems

Libraries are organizations requiring more than the general management routine. The profitability and productivity of libraries cannot be measured in the same way as those of a business enterprise.

- direct feedback

Committees and other bodies consisting of librarians have permanent and close connections with the everyday life of the libraries with the result that the planners are not estranged from those affected by the planning.

- democracy of the planning

The libraries can continuously influence the progress of the planning. As long as no powerful planning bureaucracy exists, the planning will neither become detached nor "armoured". Hence, the weakness of a planning organization can simultaneously be its strength.

Apart from the capacity problems (the planning is done as a side-line, understaffed secretariat, etc.), the weakest points in the plans drawn up by the librarians themselves are:

- the difficulty of adapting the plans to the general development policy of the state administration. Experience has shown that the plans drawn up by librarians easily become demands made on the government. Such plans which require considerable resources at once or in the near future were not in general implemented

- lack of political and administrative expertise

Libraries have to be developed according to the same principles as the state administration when the libraries are institutions maintained from public funds. Librarians should also have political expertise in order to understand which plans can actually be carried into effect and how the plans for implementation should be drawn up.

- the change of planning into competition between libraries

The librarians are not free from the influence of Parkinson's Law especially as the libraries are seldom given sufficient resources. The general development policies of the state administration, higher education and research policy, etc., which should define the national framework of library development, do not always provide proper guidance for planning. Consequently, in the planning bodies consisting of librarians, planning easily changes into competition between libraries for the

resources to be allocated. In order to maintain unamity, proposals are made according to which resources are to be increased to as many libraries as possible. However, everyone is well aware that only a few of the proposals can be carried into effect. This situation cannot be called planning; at worst it is an auction.

Some Scandinavian countries have also used outside planners, especially Sweden, where the Swedish Agency for Administrative Development has, apart from designing the LIBRIS system, carried out extensive organizational investigations. Denmark has started similar activities. Planning carried out in this way has obvious advantages:

- the planning is carried out by skilled planning staff
- management criteria which are often neglected in library planning are now taken into account
- the planning is adapted to general development policies and objectives of the state administration
- the planners are able to see the overall situation and, as far as the relations of the libraries are concerned, the planning is impartial.

The most serious disadvantages are

- lack of library expertise in the case of short-term investigations; long-term tasks eliminate this
- feedback needed for planning may be scanty
- the libraries may not have sufficient possibilities to influence the progress of the planning. Therefore the libraries must create a strong and competent partner body to the planning organization to represent the libraries' viewpoints. Especially if the planning unit's main task is rationalization of the state administration library activities are not always sufficiently taken into account. Saving money, for instance, is not among the primary tasks of the library

- the expertise gained does not accumulate to serve the needs of the library if the planning staff, after having finished one task, are given a new task in another sphere of public administration

3.4. What kind of planning organization would be best?

The question cannot be answered in terms of general application. Some viewpoints gained from experience can be put forward:

- the planning must be directed by the libraries and the planning unit must preferably be part of the national organization of research libraries
- the planning must have close connections with the administration and policy making of the research libraries
- experiences gained in Finland show that the sphere of action of the planning unit should cover both research libraries and documentation services
- planning organization must have a solid library expertise because general organization theories and planning methods cannot be applied directly to the libraries
- the planning staff must include trained administration planners
- contacts with the libraries have to be secured. A strong planning secretariat is a guarantee of good and efficient results; on the other hand, however, it easily becomes estranged from field-work. Experience shows that experienced librarians are not especially delighted with plans for library activities drawn up by young planners if possibilities to influence the plans are not provided
- good relations with the state administration and its planning system should be maintained: library

planning cannot succeed in a vacuum. Relations with the users and maintainers/research workers local and central administration of the universities, etc. below have to be kept up.

The organisational status of a planning unit in the country's research library system may vary even when the most important viewpoints of those mentioned above are taken into account. The Scandinavian countries have adopted various solutions. In Norway, which has a separate planning office, close contacts with a big library are considered essential for the work. If the planning is connected with the national library, the impartiality of the planning is often in doubt: one is afraid that the planning will primarily serve the national library and not the entire library system impartially. Indeed the danger does exist that too much of the planning unit's capacity will be used for the planning of the national library.

The planning of the inner organisation of the libraries often proves difficult due to the fact that the objectives of the planning are difficult to define and also because research libraries in the Scandinavian countries are in general part of a wider organisation, e.g. of the university, whose decision-making authority cannot be affected by an outside planning and administrative body.